

Fire District Tillamook Bay Fire and Rescue RFPD Formation Feasibility Study

Tillamook County, OR

November 2025

Prepared by:

Bay City Fire Department

Tillamook Fire District

In partnership with the Tillamook Bay Fire & Rescue RFPD Formation Workgroup



Bay City

FIRE DEPARTMENT #41



Tillamook

FIRE DISTRICT #71

Prepared for the Bay City Council, Tillamook Fire District Board of Directors, and Tillamook County Board of Commissioners.

CONTENTS

Executive Summary	iv
Alternatives Considered	v
ACRONYMS AND DEFINITIONS.....	viii
Acronyms	viii
Operational and Technical Terms	ix
Methodology Summary	xii
SECTION 1: OVERVIEW OF THE DISTRICT AREA AND CURRENT AGENCIES	1
1. Introduction	2
2. Study Area Overview	3
3. Baseline Agency Profiles	7
Bay City Fire Department – Current Agency Profile	7
Tillamook Fire District – Current Agency Profile	11
Intergovernmental Agreement (IGA) Between Bay City Fire Department and Tillamook Fire District	15
4. Current & Proposed Staffing and Organizational Overview	18
5. Current Facilities and Apparatus	20
6. Operations and Service Delivery	23
SECTION 2: SUPPORT PROGRAMS	25
7. Training Programs	26
8. Fire Prevention and Community Risk Reduction	26
9. EMS and Technical Rescue Support	27
10. Administrative and Support Services	27
SECTION 3: FUTURE OPPORTUNITIES FOR COOPERATIVE EFFORTS	28
11. Proposed Organizational Structure	29
12. Proposed Facilities and Apparatus Plan	30
13. Operational Improvements Under Unification	30
14. Financial Analysis	30
SECTION 4: PROCESS FOR PLANNING AND IMPLEMENTATION	33

15. Governance and Legal Framework..... 34

16. Implementation Plan 35

SECTION 5: APPENDICES 38

Appendix A – Table of Figures 39

Executive Summary

This feasibility study evaluates the potential formation of a new Tillamook Bay Fire & Rescue Rural Fire Protection District (RFPD) through the unification of the Bay City Fire Department (BCFD) and the Tillamook Fire District (TFD). The objective of the study is to determine whether a consolidated district **could improve** operational efficiency, staffing stability, training consistency, and long-term financial sustainability.

Key Findings (Proposed/Projected)

- The proposed district **would serve** approximately 17,785 permanent residents, with a seasonal and transient population exceeding 25,000, and annual visitation of more than 1.5 million across the Tillamook Bay region.
- A unified permanent tax rate of \$1.49 per \$1,000 of assessed value **is projected to generate** approximately \$2.45 million annually for district operations (FY 2026 estimate).
- The plan **proposes** retaining all existing full-time employees and volunteers from both agencies within the new Tillamook Bay Fire & Rescue RFPD, to maintain continuity of service and institutional knowledge.
- The proposed district staffing model **includes** 8 full-time employees and 2–5 part-time positions, supported by a volunteer force of 45–50 active members.
- Consolidation **is expected to reduce** duplicate administrative functions and **may improve** districtwide oversight, training standardization, policy consistency, and grant eligibility.
- It is **proposed** that the unified district continue the existing EMS response models of both agencies: Bay City Fire Department would maintain all-call medical response through its QRT program, while Tillamook Fire District stations would continue responding to critical-care EMS incidents and ambulance-requested emergencies.
- The formation of the new district **is not anticipated to negatively affect** ISO ratings; current ratings (Bay City Class 3; TFD 03/3Y) are expected to remain stable during and after transition, with potential opportunities for improvement under unified training, prevention, and staffing.
- A unified district **could enhance** service coverage, reduce response delays, and improve resiliency by enabling resource deployment based on geography and risk rather than jurisdictional boundaries.
- Clear differentiation between taxing boundaries and the 911 operational response area **would allow** the district to transparently communicate which areas contribute tax revenue and which areas will continue receiving closest-unit emergency response under countywide dispatch protocols.

Conclusion

Based on this study, forming the Tillamook Bay Fire & Rescue RFPD **is projected to be** operationally and financially viable. The proposed district **could provide** measurable improvements in service reliability, staffing, training, and long-term sustainability for residents of Bay City, Tillamook, and the surrounding rural and wildland interface communities, contingent on voter approval and Board adoption of final policies and operational plans.

Alternatives Considered

Before recommending the formation of the Tillamook Bay Fire & Rescue Rural Fire Protection District (RFPD), the working group evaluated several organizational models for long-term fire and EMS service delivery. These options were reviewed with consideration for operational efficiency, financial sustainability, staffing capacity, response reliability, and long-term community needs.

Option A: Maintain the Current IGA (Status Quo)

The first alternative examined was maintaining the current Intergovernmental Agreement (IGA) between Bay City Fire Department and Tillamook Fire District, originally signed **May 15, 2024**, and amended **June 15, 2025**. The existing IGA is described in detail in **Section 1, page 13-14**. Under this model, both agencies maintain separate governing bodies, budgets, and taxing authorities, while continuing to share a Fire Chief, Operations Chief, Training Officer, and certain operational resources.

Advantages:

- No change to legal structure.
- Current shared services model has demonstrated improved coordination.
- Lowest short-term administrative impact.

Limitations:

- Two Boards, two budgets, and two sets of statutory obligations.
- Administrative duplication remains.
- Long-term staffing and financial sustainability challenges persist.
- Shared leadership roles operate under annual agreements and do not establish permanent governance or funding structures.

Reason Not Selected:

While the IGA has improved operational coordination and efficiency, it does not provide unified governance, a single tax base, or long-term structural stability.

Option B: Operate as Separate Independent Agencies

Under this model, Bay City Fire Department and Tillamook RFPD would operate entirely independently, without a shared Fire Chief, Operations Chief, or Training Officer. Each agency would have full control over its staffing, operations, and finances.

Advantages:

- Full autonomy for each agency.
- Clear lines of authority, no dependency on annual agreements.
- Agencies can set priorities independently.

Limitations:

- Administrative duplication increases (two sets of command staff, budgets, policies).
- Staffing challenges remain or worsen, especially for specialized positions.
- Long-term financial sustainability could be more difficult.
- Reduced operational coordination and potential response delays.

Reason Not Selected:

Discontinuing the IGA removes the benefits of shared leadership and coordination, and does not address long-term staffing, financial, or service sustainability issues.

Option C: Form a Single Rural Fire Protection District (Preferred Option)

Forming a new fire district merges Bay City Fire Department and Tillamook RFPD into one unified agency with a single elected Board, consistent governance, standardized response models, and unified staffing and capital planning. Compared to maintaining the IGA or operating independently, forming a single rural fire protection district offers the most comprehensive solution.

Advantages:

- Single tax base supporting stable long-term staffing.
- One set of policies, training standards, and operational procedures.
- Reduced administrative overhead.
- Improved response coverage and reliability.
- Stronger recruitment and retention environment.
- Enhanced ability to fund stations, apparatus, and personnel.

Limitations:

- Requires voter approval.
- Requires legal steps and transition planning.
- Potential increase in property taxes may be required to support the unified service level.

Reason Selected:

This model is projected to best address long-term staffing, service demand, operational consistency, and financial sustainability. It provides the most reliable path for maintaining and improving fire and EMS services for the combined communities.

Summary of Evaluation

After evaluating all options, the working group determined that forming a single rural fire protection district is the most efficient and sustainable solution. This evaluation incorporates the current IGA as a baseline, highlighting that district formation is the only alternative that fully integrates governance, staffing, funding, and operational planning. While each alternative was considered, district formation provides the highest level of stability, accountability, and operational effectiveness.

ACRONYMS AND DEFINITIONS

This section provides a reference list of acronyms, abbreviations, and terms used throughout the Tillamook Bay Fire & Rescue RFPD Feasibility Study. Definitions support clarity and consistency when discussing operational, administrative, legal, and technical components of the proposed district.

Acronyms

BCFD – Bay City Fire Department

Municipal fire department operating under the Bay City Council.

TFD – Tillamook Fire District

Rural Fire Protection District formed under ORS 478.

TBF&R RFPD – Tillamook Bay Fire & Rescue Rural Fire Protection District

The proposed consolidated district combining Bay City Fire Department and Tillamook Fire District.

RFPD – Rural Fire Protection District

A special taxing district created under ORS 478 to provide fire protection and emergency response services.

IGA – Intergovernmental Agreement

Formal agreement enabling cooperation or shared responsibility between public agencies.

EMS – Emergency Medical Services

QRT – Quick Response Team

A unit responding to medical emergencies to deliver rapid BLS-level care prior to ambulance arrival.

BLS – Basic Life Support

Non-invasive emergency medical care such as CPR, oxygen administration, and bleeding control.

ALS – Advanced Life Support

Paramedic-level emergency medical care (normally provided by Tillamook Ambulance).

CPR – Cardiopulmonary Resuscitation

WUI – Wildland-Urban Interface

Transition zones where residential or commercial structures meet vegetated or forested land.

NFPA – National Fire Protection Association
Organization establishing fire service standards.

NFPA 1720 – Standard on Volunteer Fire Department Staffing & Response

NFPA 1710 – Standard on Career Fire Department Staffing & Response

DPSST – Oregon Department of Public Safety Standards and Training

PSAP – Public Safety Answering Point (911 dispatch center)

MCI – Mass Casualty Incident

ORS – Oregon Revised Statutes
Governing laws including those establishing RFPDs.

AV – Assessed Value
Used for calculating property tax revenue.

FTE – Full-Time Equivalent (full-time employee)

PTE – Part-Time Employee

ISO – Insurance Services Office
Provides fire protection ratings used by insurance companies.

ISO 3 / 3Y – Tillamook Fire District's 2024 ISO rating.

ODF – Oregon Department of Forestry

SOP / SOG – Standard Operating Procedure / Standard Operating Guideline

GIS – Geographic Information Systems
Used for mapping boundaries, response areas, and service coverage.

Operational and Technical Terms

Type 1 Engine – Primary structural firefighting engine used for residential and commercial fires.

Type 3 Engine – Wildland firefighting engine with off-road capability.

Type 6 Brush Truck – Small wildland firefighting vehicle used for grass, brush, and WUI fires.

Water Tender – Apparatus designed to transport large volumes of water to non-hydrant areas.

Pumper Tender – Hybrid apparatus combining features of an engine and water tender.

Ladder Truck – Apparatus equipped with an aerial ladder used for elevated fire suppression and rescue.

Rescue Unit – Vehicle equipped with tools for extrication, rope rescue, and other technical rescue operations.

Command Vehicle – Response vehicle used by chief officers for incident command and supervision.

Closest Unit Response – Dispatch model where the geographically closest apparatus responds, regardless of jurisdiction.

Automatic Aid – Pre-determined agreement where neighboring agencies automatically respond to certain incident types.

Mutual Aid – Assistance provided from one agency to another upon request.

Operational Response Area

The functional 911 response zone assigned by Tillamook County 911; not the same as legal district boundaries.

Taxing Boundary

The legal geographic area that pays property taxes to support a fire district.

Jurisdictional Boundary

Legal boundary of a city or district.

Capital Outlay

Major expenditures for long-term facilities, apparatus, equipment, and infrastructure.

Capital Improvement Plan (CIP)

A long-term plan identifying major equipment and facility replacements, upgrades, and acquisitions.

Critical EMS Call

Life-threatening medical emergency requiring immediate response (e.g., CPR in progress, choking, unconscious patient, significant trauma).

Pack-Out

Removal of a patient from remote or difficult terrain.

Extrication

Removal of a trapped patient from a vehicle or machinery.

Technical Rescue

Specialized rescue operations including rope rescue, confined space rescue, or structural collapse operations.

Wildland Firefighting

Fire suppression operations involving grass, brush, or forest fires.

Methodology Summary

This feasibility study was developed using quantitative data, qualitative input, and industry-standard evaluation practices to assess the operational, financial, and organizational impacts of forming the proposed Tillamook Bay Fire & Rescue Rural Fire Protection District (RFPD). The methodology includes the following components:

1. Data Collection and Review

Operational and administrative data were gathered from Bay City Fire Department and Tillamook Fire District, including:

- Staffing levels and organizational structures.
- Response-area maps and data from Tillamook County 9-1-1.
- Call volume and incident types from 2022–2025.
- Apparatus inventories and facility information.
- Budget documents, financial statements, and capital plans.
- ISO Public Protection Classification information.

This data formed the baseline for understanding current capabilities, gaps, and future needs.

2. Interviews and Stakeholder Input

Information was supplemented through discussions with:

- Fire chiefs and administrative staff.
- Volunteer officers and active members.
- Bay City Fire Department’s Fire Advisory Committee.
- Members of the Tillamook Bay Fire & Rescue RFPD Ad-Hoc / Steering Committee.
- Local government officials and city leadership.
- Tillamook County Emergency Communications District personnel.

These discussions helped identify operational challenges, historical practices, and community expectations relevant to district formation.

3. Comparative and Standards-Based Analysis

The study evaluated current and proposed operations using:

- NFPA 1710 and NFPA 1720 response standards.
- Oregon DPSST training and certification requirements.

- Oregon Revised Statutes (ORS 198 and ORS 478) governing district formation.
- Benchmarking against other Oregon fire district consolidation studies.
- Mutual and automatic aid agreements defined by the Tillamook County Fire Defense Board.

This ensured recommendations align with industry best practices and statutory requirements.

4. Geographic and Response Modeling

Geographic analysis included:

- Evaluation of current 9-1-1 closest-unit dispatch zones.
- Comparison of district boundaries vs. functional response areas.
- Assessment of travel times, access routes, and station spacing.
- Identification of high-risk WUI areas and population clusters.

GIS-based data allows accurate modeling of the combined emergency response system.

5. Financial and Tax-Rate Modeling

Projected costs and revenue capacity were analyzed through:

- Analysis of both agencies' operational budgets and expenditure.
- Development of a unified staffing and operational model.
- Long-term capital replacement schedules.
- Property tax assessed value data from Tillamook County.
- Five-year revenue and expenditure projections incorporating realistic inflation assumptions for both revenues and operational costs.
- Preliminary capital replacement planning.

All financial modeling assumes a proposed permanent tax rate of **\$1.49 per \$1,000 AV**, applied to the combined assessed value of the proposed district.

6. Limitations

This study provides a professional and comprehensive assessment but is based on the best available data as of late 2025. Implementation details—including staffing adjustments, budget refinements, and operational policies—will ultimately be finalized by the elected Board of Directors if voters approve district formation.

SECTION 1: OVERVIEW OF THE DISTRICT AREA AND CURRENT AGENCIES

1. Introduction

In 2025, Bay City Fire Department and Tillamook Fire District began a cooperative evaluation to determine whether forming a unified Rural Fire Protection District would provide better long-term service delivery, efficiency, and financial sustainability. Both agencies continue to experience increased community expectations, rising emergency response demands, and challenges with staffing and capital replacement.

This feasibility study evaluates the impacts of forming a new district, referred to throughout this document as Tillamook Bay Fire & Rescue RFPD.

Purpose of the Study

- Assess the operational, financial, and governance impacts of consolidation.
- Determine whether a unified district improves reliability, staffing, response, and long-term financial stability.
- Establish a transition and implementation pathway.
- Provide a factual basis for local decision-making and public presentation.

Scope of the Study

- Organizational structures and staffing levels.
- Apparatus, facilities, and capital needs.
- Population and response-area characteristics.
- Call volume and service demand.
- Financial sustainability and tax-rate modeling.
- Governance and legal requirements under ORS 478.
- Implementation timeline and transition tasks.

Background

The Bay City Fire Department and Tillamook Fire District have a long-standing working relationship supported by mutual aid, joint training, and cooperative response. Both agencies recognize the need for a more unified and sustainable long-term structure to ensure reliable emergency services throughout the Tillamook Bay region.

2. Study Area Overview

The proposed **Tillamook Bay Fire & Rescue Rural Fire Protection District** will cover a geographically diverse area that includes urban neighborhoods, rural communities, wildland–urban interface (WUI) zones, and significant waterways such as Tillamook Bay and its associated rivers. Seasonal population increases and critical infrastructure within the region require a comprehensive and coordinated emergency response system.

Geographic Scope

- **Proposed District Boundary (Taxing District):** Approximately **76 square miles** (subject to voter approval).
- **Extended Rural Emergency Response Area:** Approximately **410 square miles** assigned through Tillamook County 9-1-1 based on closest-available-unit dispatching. This area includes western sections of the Tillamook State Forest and other rural territories where no local fire district is present.
- **Total Emergency Response Area: 486 square miles** currently served by Bay City Fire Department and Tillamook Fire District.

Important Note:

The extended 410-square-mile response area is **not part of the proposed taxing boundary**. It is already being covered today because Bay City Fire Department and Tillamook Fire District are **the closest fire agencies available**, and Tillamook 9-1-1 dispatch assigns them accordingly.

- Bay City Fire Department covers approximately **1 square mile** of this extended area.
- Tillamook Fire District covers approximately **409 square miles** of this extended area.

The formation of Tillamook Bay Fire & Rescue RFPD **does not expand** the emergency response footprint. It simply unifies the agencies that are already responsible for these areas under existing 9-1-1 dispatch practices.

Population

- **Permanent Residents:** ~17,785
- **Seasonal Peak Population:** 25,000+
- **Annual Visitors:** Over **1.5 million** (tourism, recreation, special events)

Transportation & Access

Major transportation corridors within the district include:

- **U.S. Highway 101**, serving as the primary north–south coastal route.
- **Oregon Route 6**, the main east–west corridor connecting to the Portland metro region.

These routes are essential for emergency response, evacuation, commerce, and tourism.

Secondary Routes:

In addition to the two primary highways, several secondary transportation routes play an essential role in emergency response across the proposed Tillamook Bay Fire & Rescue RFPD service area. These include Alderbrook Loop, Long Prairie Road, Wilson River Loop, Bewley Creek Road, Trask River Road, Cape Meares Loop Road, Bay Ocean Road, Kilchis River Road, Idaville Road, and Fairview Road.

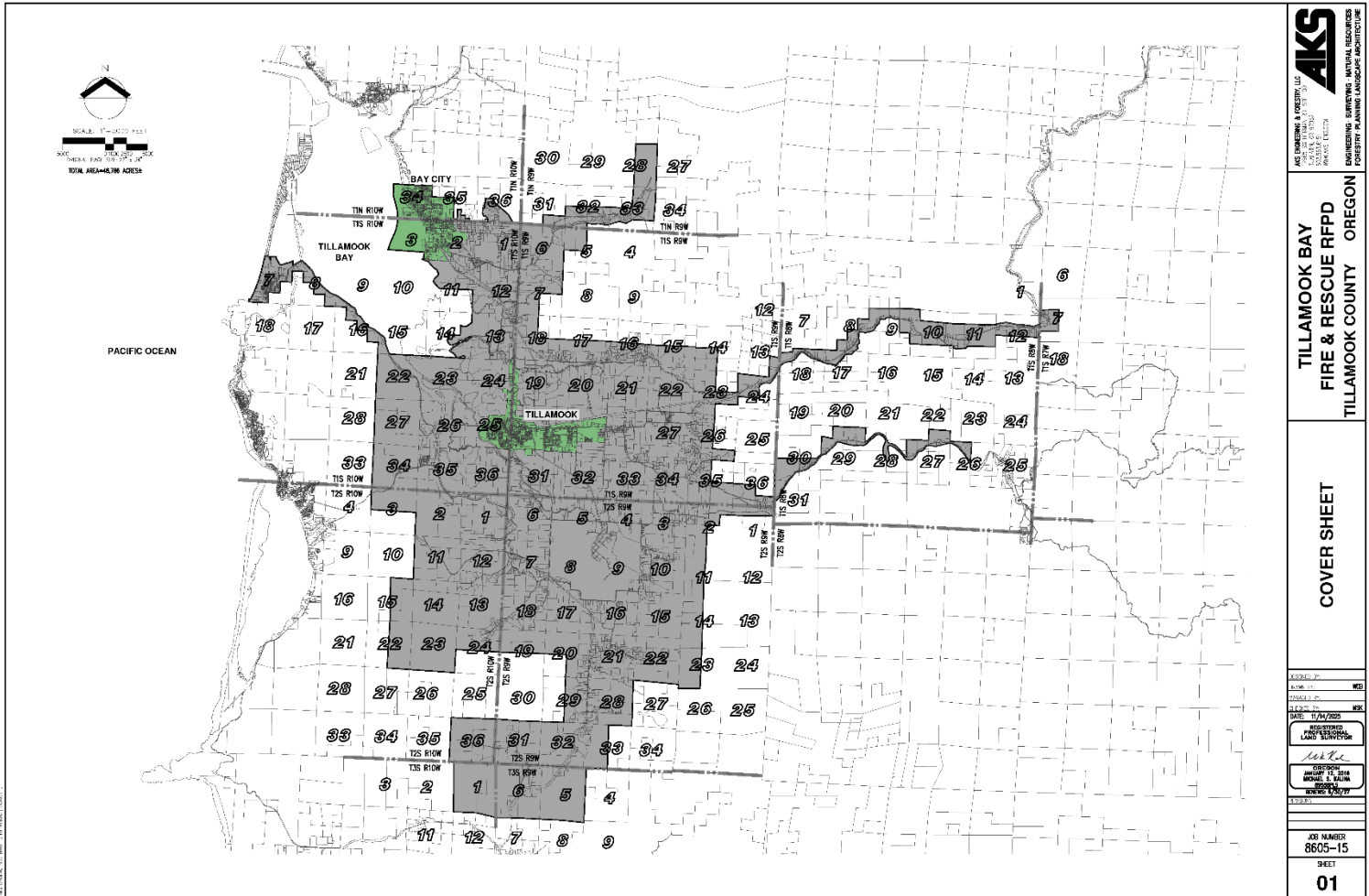
These secondary routes provide critical access to residential neighborhoods, agricultural areas, commercial zones, and Wildland Urban Interface (WUI) communities. They also serve as alternate or supplementary travel corridors during storms, flooding, highway closures, or peak tourism congestion. Limited ingress/egress along these roads presents operational challenges during wildfires, medical emergencies, and large-scale incidents, underscoring the need for unified districtwide response planning and resource deployment.

Critical Facilities

The district includes or supports response to several key facilities and risk centers:

- Tillamook Regional Medical Center.
- Central County Health Center.
- Public and private educational facilities.
- Seafood processing and cold-storage facilities.
- Port of Garibaldi and Port of Tillamook Bay.
- Municipal infrastructure, utilities, and senior-care facilities.
- Extensive Wildland Urban Interface (WUI) zones.

Figure 1: Proposed District Boundary (Ballot Measure Map)
 (Prepared by: AKS engineering)

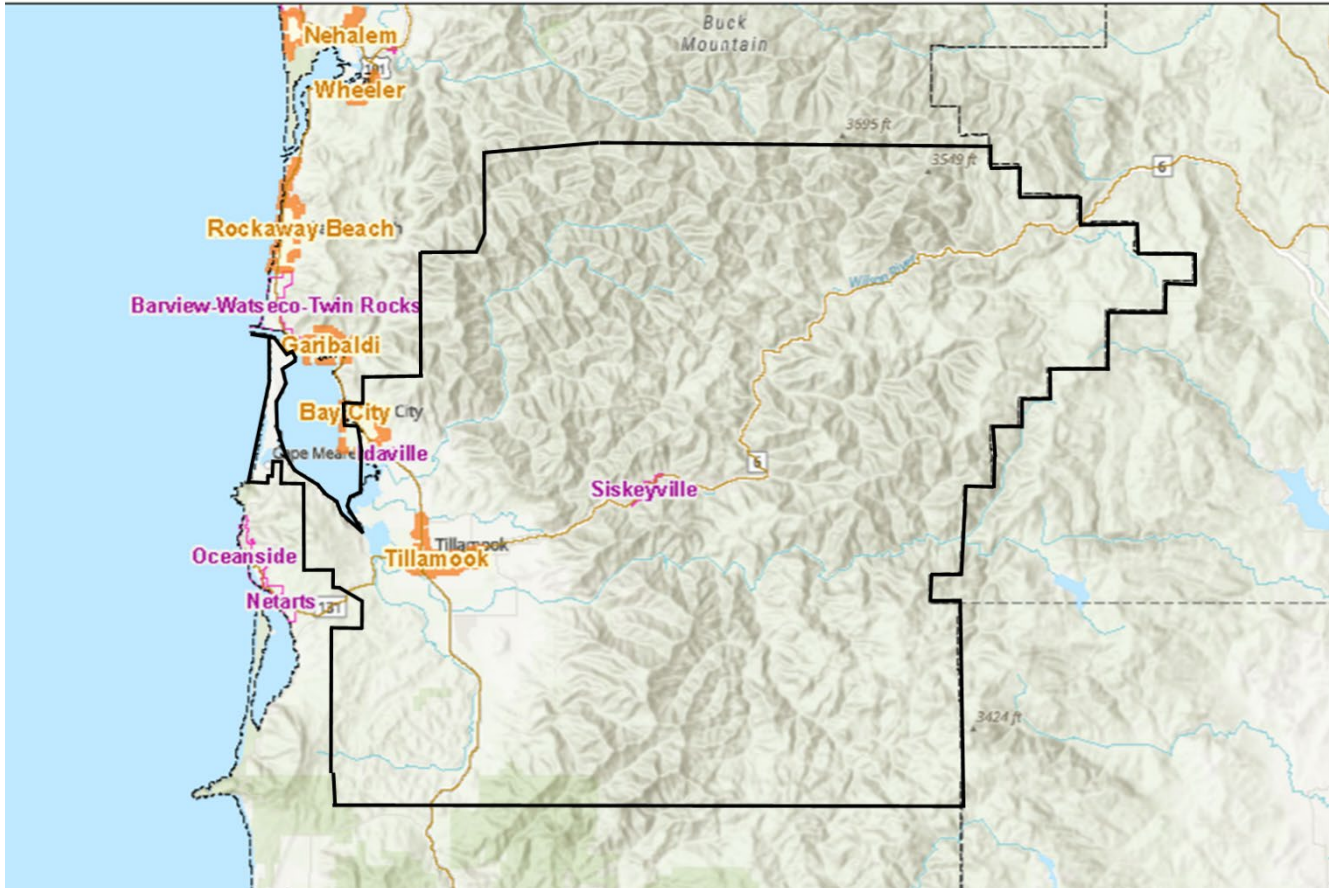


This map illustrates the *proposed taxing boundary* for the Tillamook Bay Fire & Rescue Rural Fire Protection District as defined in the ballot measure. The green areas represent the incorporated cities of Bay City and Tillamook, while the gray areas represent the proposed district boundary extending into surrounding unincorporated communities. This boundary delineates the geographic area that would contribute property tax revenue to support district operations, staffing, facilities, and governance.

The proposed taxing boundary is distinct from the broader 911 operational response area. While the 911 system may dispatch district units to emergencies outside this taxing boundary based on closest-unit response, those areas are *not* included in the proposed district and would not be subject to district taxation.

Figure 2: Full Emergency Response Area Map

Tillamook Bay Fire & Rescue RFPD Response Boundary
Tillamook County Maps



Boundary lines are approximate and derived from Tillamook County 911 operational response assignments. These boundaries represent the current real-world response area for Bay City Fire Department and Tillamook Fire District, but they do *not* reflect the proposed taxing boundaries of the Tillamook Bay Fire & Rescue RFPD.

This map illustrates where units from both agencies are currently dispatched as the closest available fire resource under the countywide 911 system. Some portions of this response area extend beyond any established fire district's legal taxing boundary. These outlying areas do not contribute property tax revenue and are not covered under an intergovernmental agreement (IGA).

Response to these locations occurs solely because Tillamook Bay Fire & Rescue RFPD units are the nearest available emergency resources. Service in these areas is limited to life-safety incidents and availability and does not constitute full-service district coverage.

These areas will *not* be included in the proposed taxing boundary for the new district and will not receive the same level of service provided to taxpayers within the official district limits.

3. Baseline Agency Profiles

Bay City Fire Department – Current Agency Profile

Historical Background

The Bay City Fire Department has served the citizens of Bay City, Oregon, since the mid-20th century. Originally housed in a multi-purpose facility that included City Hall and Public Works, the department has evolved into a modern volunteer-based organization with supplemental career staffing. Significant renovations in the 1980s expanded the station to include additional apparatus bays, office space, and improved facilities. A recent project, initiated in 2014, added a small apparatus bay, a utility bay dedicated tool room and expanded training space.

Present-Day Overview

Bay City Fire Department provides fire protection and emergency medical services to approximately 1,600 residents within city limits and supports mutual and automatic aid throughout Tillamook County. The department responds to structural and wildland fires, medical emergencies, and technical rescue incidents, while also engaging in public education and hazard mitigation programs.

Governance

- Municipal fire department under the authority of the Bay City Council.

Staffing

- 1 FTE Fire Chief (shared under IGA with Tillamook Fire District).
- 1 FTE Training Officer (shared under IGA).
- 1 part-time Lieutenant/EMT.
- Approximately 20 volunteer firefighters and EMTs.

Bay City operates primarily as a volunteer agency supplemented by limited career staff. Volunteers complete in-house and/or academy training in firefighting, EMS, and technical rescue disciplines.

Services Provided

- Basic Life Support (BLS) medical response through Quick Response Team (QRT) model.
- Structural and wildland fire suppression.
- Technical rescue (basic rope rescue and vehicle extrication).
- Mutual and automatic aid to neighboring districts.
- Hazard mitigation and public education.

Facilities

- **Station 41** – Located at 9390 4th Street in downtown Bay City
 - Built in the 1950s; expanded in 1988 with three additional bays and office space.
 - Recent upgrades include a utility bay and planned training room.

ISO Rating

- ISO Public Protection Classification: Class 3 (Active as of November 2023 and currently in effect).

Financial Overview

The following table summarizes Bay City Fire Department’s revenues and expenditures for fiscal years 2023–2026, providing a baseline for assessing the potential impacts of district consolidation.

Figure 3: Bay City Fire Department - Financial Summary (FY 2023-2026)

Fiscal Year	Total Resources (\$)	Fire Personnel (\$)	Materials & Services (\$)
2023-24	\$463,601.00	\$302,117.00	\$210,684.00
2024-25	\$481,157.00	\$359,200.00	\$96,957.00
2025-26*	\$523,447.00	\$373,100.00	\$140,347.00

Summary:

- **Bay City Fire Department** operates under a **five-year levy at \$1.80 per \$1,000 of assessed value**, along with a percentage allocation from the City’s annual budget. This combination funds personnel, operations, and capital needs for the department.
- Total resources are **increasing steadily**, reflecting growth in assessed value and revenues.
- Fire personnel and services expenses represent the majority of the department’s expenditures, accounting for approximately **65–72% of total resources**.
- Materials and services fluctuate year to year, reflecting variable operational and capital needs.
- This baseline provides context for potential consolidation and the projected unified district budget.

Department Boundaries & Organizational Charts

Figure 4: Bay City Fire Department Organizational Chart (2025)

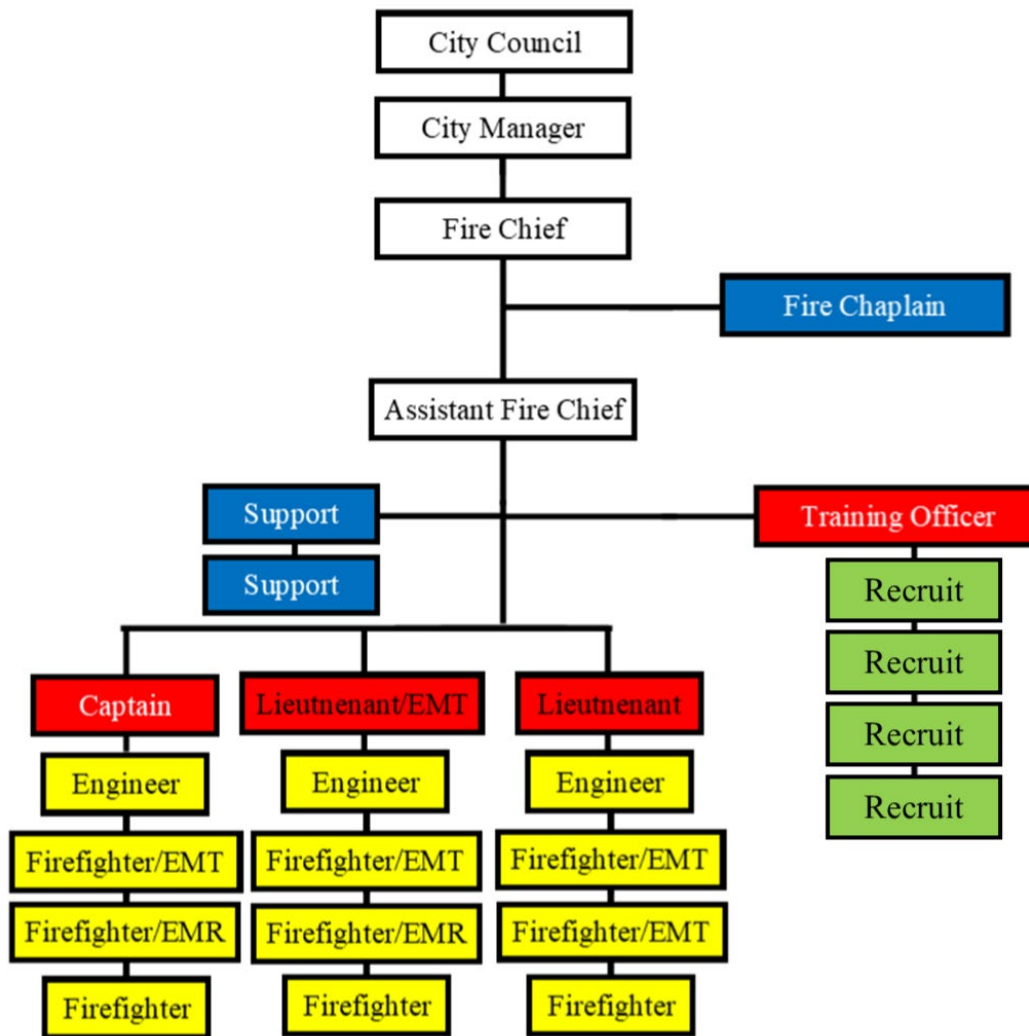
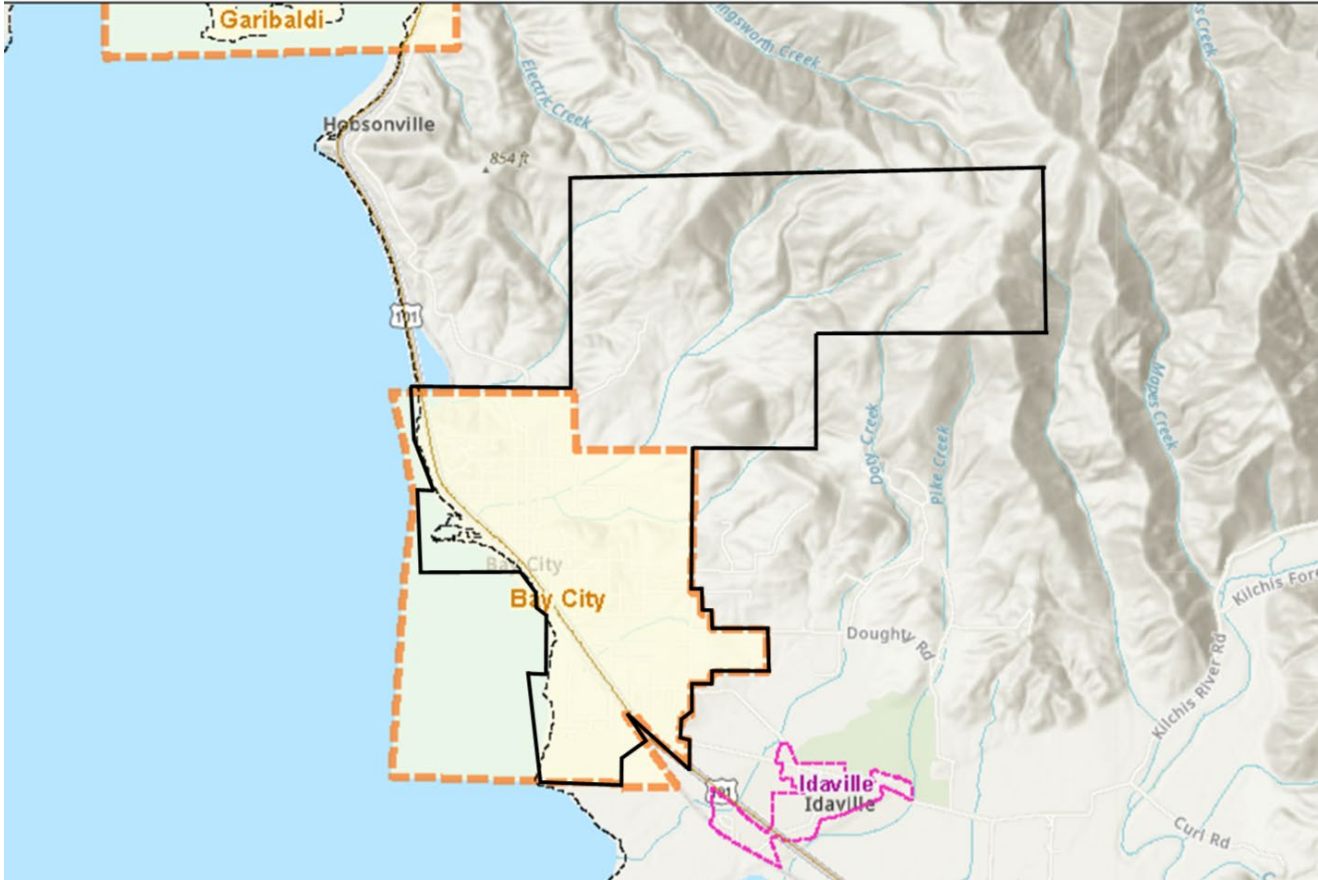


Figure 5: Bay City Fire Department Boundary Map (911 call response)

**Bay City Fire Department Response Boundary Current
Tillamook County Maps**



This map illustrates the current 9-1-1 operational response area assigned to the Bay City Fire Department. The highlighted area represents locations where Bay City Fire Department is dispatched as the primary agency under countywide closest-unit protocols and established EMS response practices. These zones reflect real-world service coverage and do **not** represent legal city limits or taxing boundaries.

A small portion of land located along Seattle Avenue and Baseline Road, east of Bewley Road, is **within the Tillamook Fire District's official boundary** but is **not** included in this response map. Emergency medical calls in this area are covered by Bay City Fire Department under a formal EMS Intergovernmental Agreement (IGA) between Bay City Fire Department and Tillamook Fire District. Under this agreement, Bay City responds only to EMS incidents; fire and other emergency needs remain the responsibility of Tillamook Fire District and are handled under the County Mutual Aid Plan. Tillamook Fire District retains responsibility for incident reporting, investigation, and fire suppression in this area.

(Boundary lines shown are approximate and based on 9-1-1 dispatch data; they may not align precisely with parcel, ownership, or jurisdictional boundaries.)

Tillamook Fire District – Current Agency Profile

Historical Background

Tillamook Fire District was established in 1993 following a voter-approved consolidation between the City of Tillamook Fire Department and the Tillamook Rural Fire Protection District. This action unified two governing bodies into a single Rural Fire Protection District and officially transitioned the 104-year-old Tillamook Fire Department into what is now known as Tillamook Fire District.

This consolidation created a unified governance model, standardized operations, and expanded fire protection coverage across the incorporated city and surrounding rural communities.

Present-Day Overview

Today, Tillamook Fire District provides fire protection and emergency services across approximately 97 square miles, serving an estimated 17,000 full-time residents in the City of Tillamook and the surrounding communities of Kilchis, Idaville, Cape Meares, Trask, Wilson, Fairview, South Prairie, Bewley Creek, and Pleasant Valley.

Dispatching is provided through the Tillamook County Emergency Communications District.

Governance

- Rural Fire Protection District organized under **ORS 478**
- Governed by a **five-member elected Board of Directors**

Staffing

- **1 FTE Fire Chief**
- **1 part-time Administrative Chief**
- **1 part-time Operations Chief**
- **1 part-time mechanic**
- **1 part-time firefighter**
- **~27 active volunteers**

Tillamook Fire District operates primarily as a combination agency, relying on volunteers at all three stations.

Services Provided

- Structural and wildland fire suppression.
- Hazardous materials – **Operations-Level** response.
- Limited technical rescue (rope, vehicle extrication, and low/high-angle rescue).
- Public education and fire prevention programs.
- Mutual and automatic aid to neighboring districts.

Medical Response Model

Unlike Bay City Fire Department's QRT model, Tillamook Fire District responds **only to critical-care EMS incidents**, including:

- CPR and cardiac arrest
- Choking
- Unconscious patients
- Traumatic injuries requiring fire support
- Wilderness/remote-area pack-outs
- Ambulance-requested assistance for time-critical emergencies

This model remains in place and would continue under the proposed Tillamook Bay Fire & Rescue RFPD unless modified by the future Board of Directors.

Facilities

• Station 71 – Headquarters (City of Tillamook)

- Primary response station.
- Houses most district apparatus.
- Facility used by career staff during weekday hours.
- Administrative offices.

• Station 72 – Pleasant Valley Substation

- Volunteer-staffed.
- Provides rural coverage southeast of Tillamook.

• Station 73 – Cape Meares Substation

- Volunteer-staffed.
- Provides coastal and WUI coverage.

ISO Rating

- ISO Public Protection Classification: Class 03/3y (Active as of November 2024 and currently in effect).

This reflects strong urban hydrant coverage (03) and rural water supply conditions (3Y).

District Boundaries & Organizational Charts

Additional maps and organizational charts will be provided in the Appendices section of this report, including:

Financial Overview

The following table summarizes Tillamook Fire District’s revenues and expenditures for fiscal years 2023–2026, providing a baseline for assessing the potential impacts of district consolidation.

Figure 6: Tillamook Fire District – Financial Summary (FY 2023–2026)

Fiscal Year	Total Resources (\$)	Fire Personnel (\$)	Materials & Services (\$)	Capital Outlay (\$)
2023-24	\$1,401,539.00	\$704,812.00	\$304,300.00	\$225,000
2024-25	\$4,370,744.00	\$741,400.00	\$439,630.00	\$2,680,000.00
2025-26*	\$4,146,103.00	\$742,000.00	\$459,300.00	\$2,517,000.00

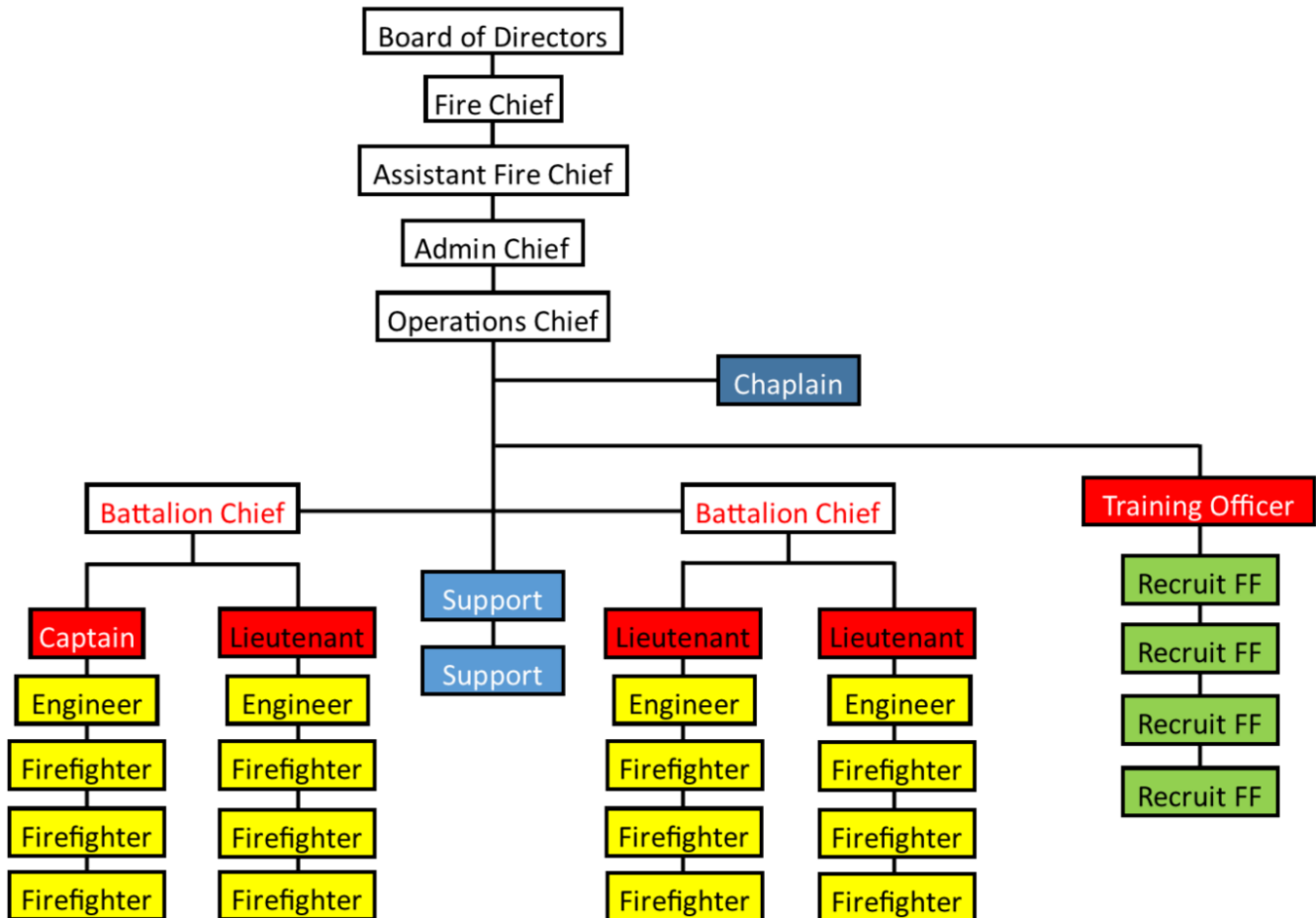
Notes:

- **Tillamook Fire District** operates with a **permanent property tax rate of \$0.69 per \$1,000 of assessed value**. This tax provides the primary funding source for district operations, supplemented by grant funding and other revenue sources as needed.
- The substantial increase in total resources in FY 2024–25 and FY 2025–26 is primarily due to a **\$2,500,000 seismic upgrade grant** for the main station, with \$2,200,000 remaining in FY 2025–26. Only \$300,000 of the grant was actually spent during these two fiscal years.
- Personnel costs are relatively stable across all years, while materials, services, and capital outlay fluctuate due to operational needs and the timing of major projects.
- This baseline provides context for financial planning in the proposed Tillamook Bay Fire & Rescue RFPD.

TFD Organizational Structure

The following figure illustrates the current organizational structure of the Tillamook Fire District. An elected 5-member Board of Directors oversees the district.

Figure 7: Tillamook Fire District Organizational Chart (2024)



Through an intergovernmental agreement (IGA) with Bay City Fire Department, the Operations Chief and Training Officer positions for Tillamook Fire District are **currently staffed by personnel from Bay City Fire Department**. Specifically:

- The **Bay City Fire Chief** also serves as **Tillamook Fire District’s Operations Chief**.
- The **Bay City Training Officer** also serves as **Tillamook Fire District’s Training Officer**.

This arrangement allows Tillamook Fire District to leverage shared leadership and training expertise while maintaining operational oversight.

Intergovernmental Agreement (IGA) Between Bay City Fire Department and Tillamook Fire District

The City of Bay City and the Tillamook Fire District entered into an Intergovernmental Agreement (IGA) effective **May 15, 2024**, and subsequently amended on **June 15, 2025**. The IGA was established to coordinate emergency services, training, and operational resources between the two agencies, providing efficient and cost-effective service to their communities while minimizing duplication and enhancing interoperability.

Key Components

Shared Leadership and Staffing

- The Bay City Fire Chief serves part-time as Tillamook Fire District’s Operations Chief.
- Bay City provides a full-time Training Officer to coordinate training for both agencies.
- Shared leadership roles, including Operations Chief, Training Officer, and additional officers, are defined in the IGA to maintain operational continuity across jurisdictions.

Training and Certification Services

- Bay City delivers multi-agency training programs, covering fire suppression, EMS, technical rescue, and hazardous materials response.
- Tillamook personnel participate in all training programs and have access to Bay City training records and resources.
- Training complies with NFPA standards, OSHA regulations, and Oregon DPSST certification requirements.

Apparatus and Resource Sharing

- Qualified personnel from either agency may operate the other’s apparatus and equipment as needed.
- Bay City provides storage for Tillamook apparatus as required.
- Shared resources also support temporary operational needs, including during seismic upgrades of primary stations.

Mutual Assistance and Operational Support

- Agencies provide backup coverage for emergencies, staff absences, and high-demand periods.
- Duty Chiefs and additional officers may respond across jurisdictions to support operational continuity and emergency response.

Compensation and Financial Arrangements

- Tillamook Fire District compensates Bay City for services through monthly invoices, based on the scope of services defined in the IGA.
- Any additional services outside the agreed scope require mutual agreement and adjusted compensation.

Liability, Indemnity, and Legal Provisions

- Each agency is responsible for its own workers' compensation and insurance.
- Both agencies agree to hold harmless and indemnify the other for acts or omissions attributable to their respective personnel.
- The IGA is governed by Oregon law, with disputes resolved in Tillamook County Circuit Court or applicable federal courts.

Term and Termination

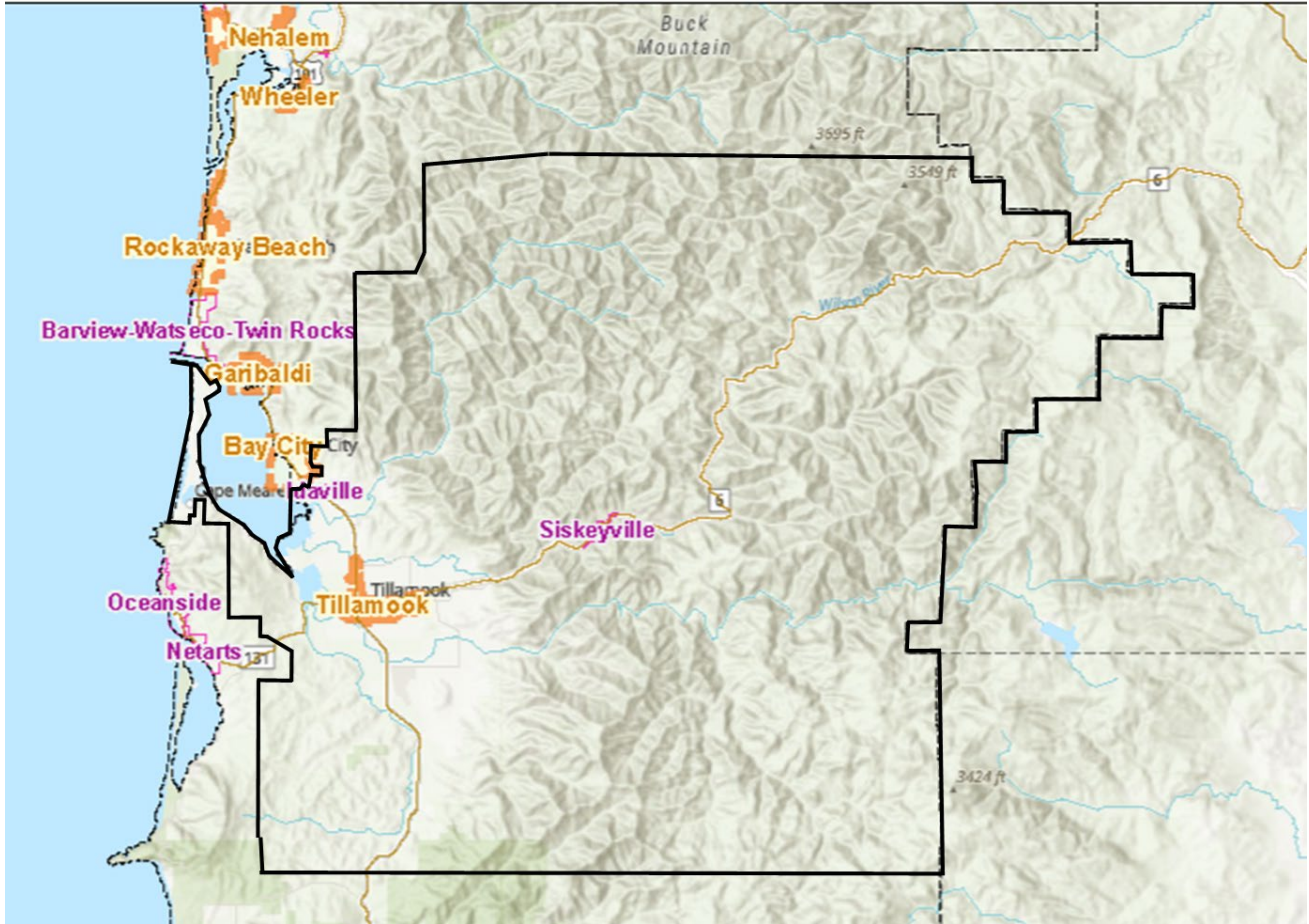
- Original IGA effective **May 15, 2024**; amended **June 15, 2025**.
- Either party may terminate the agreement with thirty days' written notice.

Summary

The IGA represents the current cooperative arrangement between Bay City Fire Department and Tillamook Fire District. While it enhances efficiency, training, and operational coordination, it does not establish unified governance, a single tax base, or permanent staffing structure. These limitations are key factors in considering the formation of a single rural fire protection district.

Figure 8: Tillamook Fire District Boundary Map (911 call response)

Tillamook Fire District Response Boundary Current Tillamook County Maps



This map illustrates the current 9-1-1 operational response area assigned to the Tillamook Fire District. The highlighted area represents locations where Tillamook Fire District is dispatched as the primary responding agency under countywide closest-unit protocols and established operational practices. These areas reflect real-world emergency response patterns, including fire suppression, hazardous materials response, technical rescue, and critical-care EMS incidents.

These response areas are functional dispatch zones and do **not** represent the district's legal boundaries or its taxing authority. Actual district boundaries are defined by statute and voter-approved Rural Fire Protection District (RFPD) limits. The 9-1-1 dispatch system may assign Tillamook Fire District to incidents outside the taxing boundary when it is the nearest available resource or when dictated by mutual-aid agreements.

Boundary lines shown are approximate and based on dispatch. They may not align precisely with parcel or jurisdictional boundaries.

4. Current & Proposed Staffing and Organizational Overview

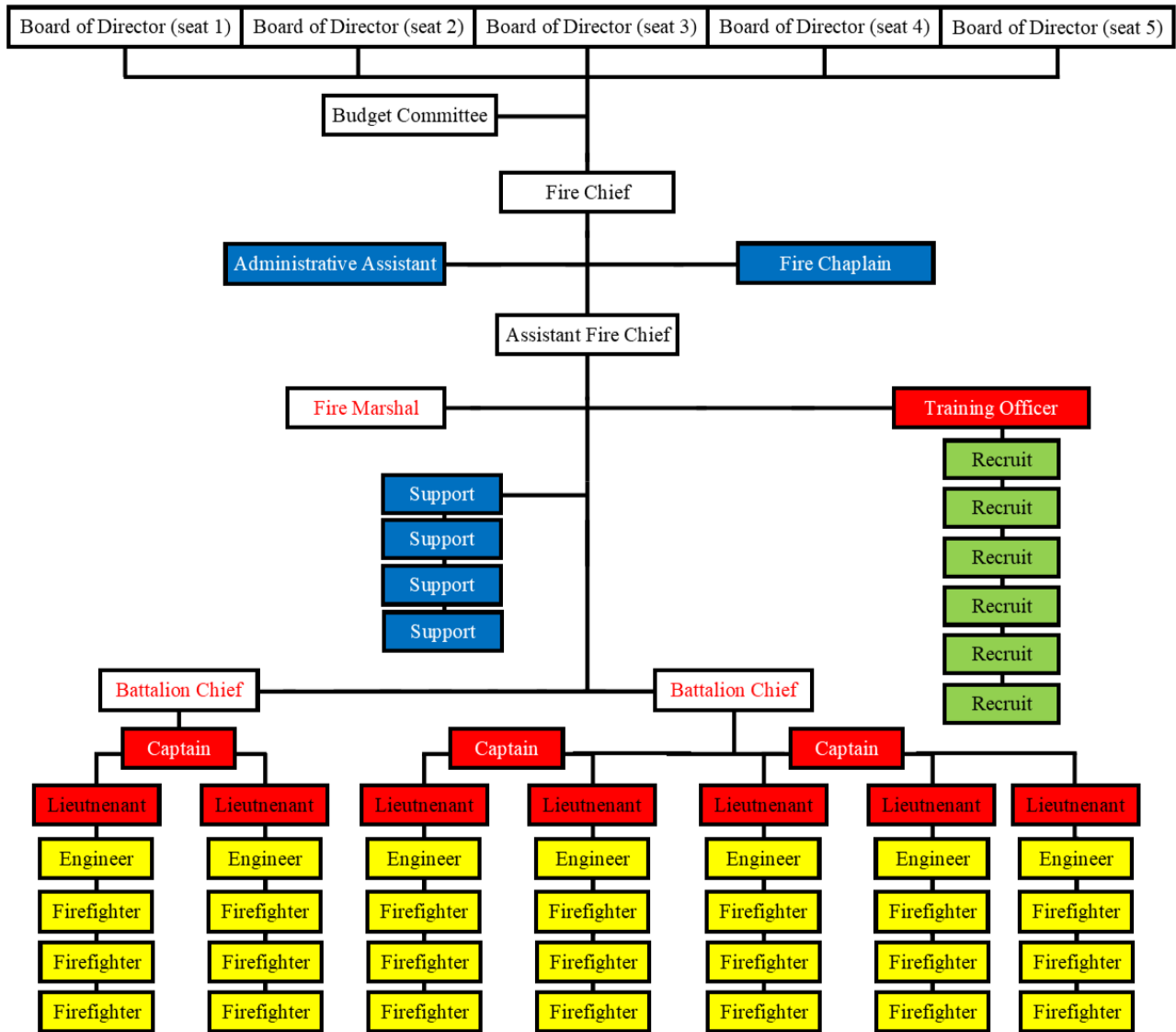
Figure 9: Current and Proposed Staffing Levels

Position	CURRENT		PROPOSED
	Bay City FD	Tillamook FD	Proposed Tillamook Bay Fire & Rescue RFPD
Fire Chief:	1.0 FTE	1.0 FTE	1.0 FTE District Fire Chief
Assistant Chief Volunteer:	1 Volunteer	0	Volunteer Assistant Chief
Fire Marshal:	0	0	1.0 FTE District Fire Marshal
Training Officer:	1.0 FTE	0	1.0 FTE District Training Officer
Firefighter/Engineers/Officers:	0	1 part-time	3 FTE
Firefighter Mechanic:	0	1 part-time	1 FTE District Mechanic
Administrative Staff:	0	1 part-time	1.0 FTE
Part-Time Employees:	1	2	2-5
Volunteers:	15	30	45-50

Staffing Commitment

All current full-time employees and volunteers from both agencies will be retained within the Tillamook Bay Fire & Rescue RFPD.

Figure 10: Tillamook Bay Fire & Rescue RFPD Proposed Organization Chart



The proposed organizational structure for the Tillamook Bay Fire & Rescue Rural Fire Protection District establishes a unified command model designed to enhance operational efficiency, accountability, and districtwide service delivery. Under this model, a District Fire Chief will oversee all administrative, operational, and strategic functions. The Chief will be supported by dedicated positions responsible for training, fire prevention, emergency operations, and administrative support.

This consolidated structure streamlines leadership roles from both Bay City Fire Department and Tillamook Fire District, reducing duplication and ensuring consistent policies, standards, and response expectations across the new district. Governance will be provided by a five-member elected Board of Directors, which will set district policy, approve budgets, and provide oversight of the District Fire Chief.

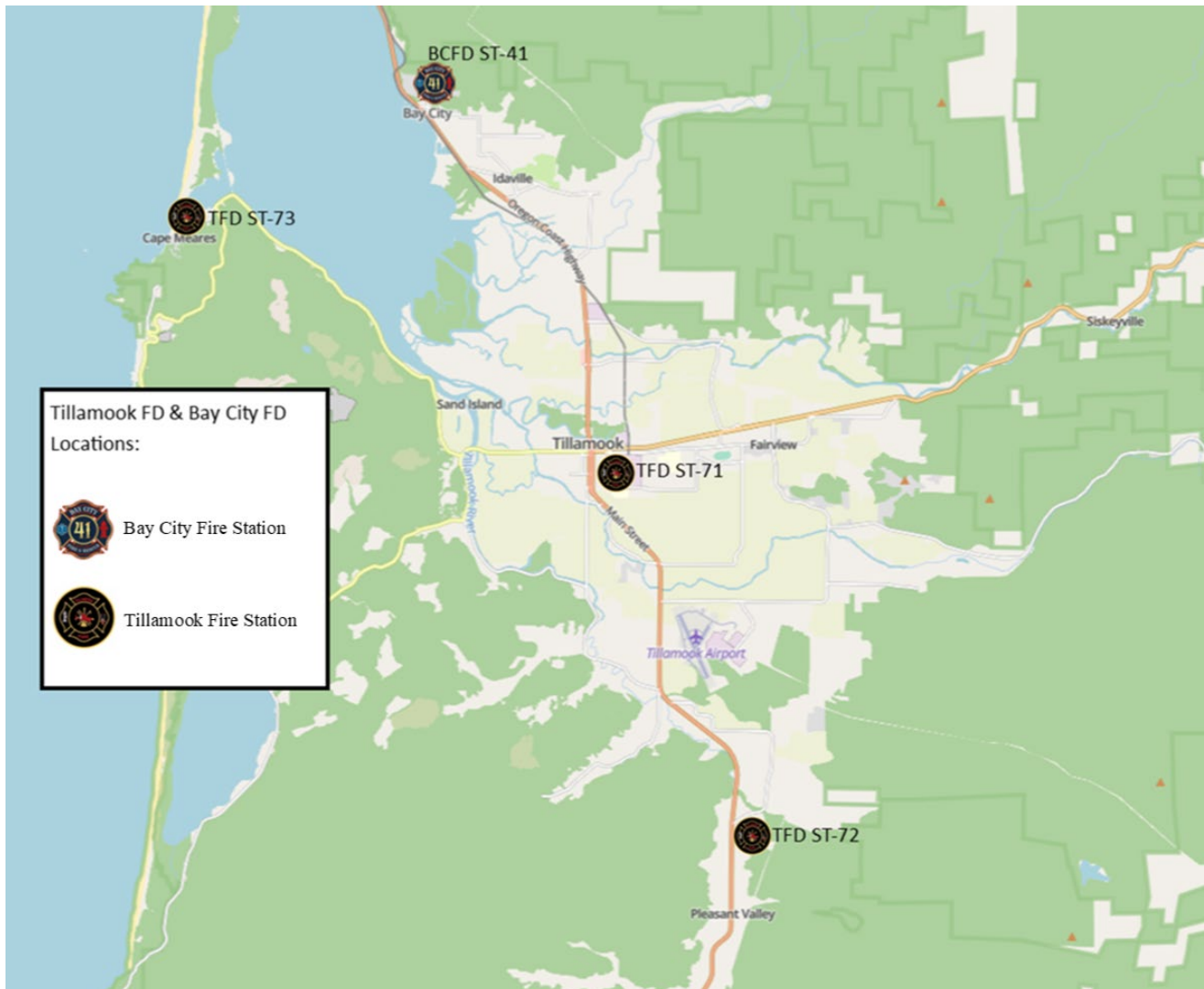
5. Current Facilities and Apparatus

This section provides an overview of the facilities and apparatus currently operated by Bay City Fire Department and Tillamook Fire District, followed by the proposed unified fleet plan for the Tillamook Bay Fire & Rescue RFPD.

Figure 9: Current Facilities

Agency	Station	Description
Tillamook Fire District	Station 71 (Tillamook HQ)	Administrative headquarters and main station
	Station 72 (Pleasant Valley)	Volunteer-staffed rural coverage station
	Station 73 (Cape Meares)	Volunteer-staffed coastal/WUI coverage
Bay City Fire Department	Station 41	Sole fire station serving Bay City

Figure 10: Location of Current Facilities



Service Coverage and Station Location Analysis

The combined coverage area served by Bay City Fire Department and Tillamook Fire District includes several regions that experience extended response times due to distance, terrain, and the volunteer-dependent nature of rural stations. While both agencies provide consistent and reliable service within their capabilities, the analysis of current facilities shows that geography and staffing models create service gaps that a unified district could more effectively address.

Bay City Fire Department's station is less than two miles from the Kilchis/Idaville region, providing the closest staffed response to this area. Under current separate-agency operations, however, units are dispatched based on jurisdiction rather than proximity, leading to longer response times for certain call types.

Several other outlying communities also experience extended response times under the current model:

- **Western Region — Cape Meares**

Served by a volunteer-only station with no regular staffing. Response times vary significantly depending on volunteer availability and travel time to the station.

- **Southern Region — Pleasant Valley, Tillamook Airport, South Prairie, Bewley Creek**

The Pleasant Valley Station is also volunteer-only, resulting in longer response intervals during low volunteer availability. Distance from the staffed Tillamook headquarters station further contributes to increased response times.

- **Eastern Region — Wilson River and Trask River Corridors**

Long rural corridors, steep terrain, and limited access routes create inherently longer travel times from staffed stations. Current dispatch practices assign response based on jurisdiction, not proximity, which can delay initial unit arrival.

Summary of Findings

The present facility layout reflects historical jurisdiction boundaries rather than modern call patterns or optimal travel-time coverage. The formation of the **Tillamook Bay Fire & Rescue RFPD** allows for deployment and staffing decisions to be made districtwide—improving response reliability, reducing coverage gaps, and ensuring a more equitable level of service across all communities.

Current & Proposed Apparatus Inventory Table

Figure 11: Current Apparatus Inventory

Apparatus Type	Bay City FD	Tillamook FD
Type 1 Engines	2	3
Type 3 Engines	-	1
Ladder Truck	-	1
Pumper Tender	-	1
Water Tenders	-	2
Brush Truck (Type 6)	1	1
Rescue Unit	-	1
Command Vehicles	2	3
Utility/Squad Vehicles	1	2
MCI Trailer	-	1
Excavator (Fuel Mitigation)	1	-

Figure 12: Proposed Apparatus Inventory

Apparatus Type	Proposed Quantity TBF&R RFPD
Type 1 Engines	4
Type 3 Engines	2
Ladder Truck	1
Pumper Tender	1
Water Tenders	2
Brush Truck (Type 6)	2
Rescue Unit	1
Command Vehicles	3
Utility/Squad Vehicles	4
MCI Trailer	1
Excavator (Fuel Mitigation)	1

6. Operations and Service Delivery

Fire Suppression

Both agencies provide structural firefighting, wildland urban interface (WUI) response, and mutual/automatic aid. Unification will standardize tactics and increase reliability through pooled staffing, shared resources, and training.

Medical Response

The unified district will maintain the existing operational model:

- **Station 41 (Bay City)** continues responding to all medical calls as a Quick Response Team (QRT).
- **Stations 71, 72, and 73 (Tillamook)** respond to critical EMS calls, including CPR, choking, unconscious patients, overdoses, pack-outs, remote rescue, and ambulance-requested emergencies.

Technical Rescue

Current capabilities include rope rescue, vehicle extrication, and wilderness rescue. Expansion of coordinated training and equipment standardization is expected under unification.

Hazard Mitigation and Prevention

Both agencies provide public education, code enforcement, fire investigations, and hazard assessment. These services will expand significantly with the addition of a district Fire Marshal.

Dispatch & Communications

Dispatching for both agencies is provided by the **Tillamook County Emergency Communications District (911)**, which serves as the primary Public Safety Answering Point (PSAP) for the region. No new radio channels or programming changes will be required under the proposed district. Existing communication compatibility and paging systems will remain in place.

Mutual Aid & Automatic Aid

The district will maintain mutual and automatic aid agreements with:

- Nestucca Rural Fire Protection District
- Netarts-Oceanside RFPD
- Garibaldi Fire Department
- Rockaway Fire Department
- Nehalem Bay Fire District

- Oregon Department of Forestry (Tillamook Region) ...and others as defined by the Tillamook County Fire Defense Board.

These agreements will continue to operate under an **alarm-level response system**, ensuring scalable resource deployment for structure fires, wildland incidents, and major emergencies. Regional plans such as the **Mass Casualty Incident (MCI) Plan** and **Coastal Response Action Plan (CRAP)** will be reviewed and updated as necessary but will remain largely consistent with current protocols.

Call Volume Trends

- **Bay City Fire Department**
 - 2023: 280 calls
 - 2024: 367 calls
 - 2025 (estimated): 390 calls
- **Tillamook Fire District**
 - 2023: 891 calls
 - 2024: 1,005 calls
 - 2025 (estimated): 850 calls

Combined, the proposed district is expected to manage **approximately 1,240 calls annually**, with seasonal fluctuations due to tourism and Wildland Urban Interface (WUI) risk.

Performance Standards

The proposed district intends to align its volunteer-based response with **NFPA 1720 guidelines** and career-staffed units with **NFPA 1710 benchmarks**, where appropriate. These standards are generally designed to apply to the department as a whole, rather than to individual stations or crews. Final response time goals and performance standards **will be determined and adopted by the new Board of Directors**, taking into account the district's unique geography, staffing model, and operational needs. Many fire agencies establish **customized response time standards** that reflect local conditions; the Tillamook Bay Fire & Rescue RFPD plans to follow a similar approach while maintaining conformance with national guidelines.

SECTION 2: SUPPORT PROGRAMS

7. Training Programs

It is proposed that training be unified under a full-time District Training Officer, to promote consistency across all stations. The districtwide curriculum **would include**:

- Structural firefighting
- EMS support skills
- Wildland Urban Interface (WUI) operations
- Driver/operator training
- Annual compliance refreshers

Training **would aim to meet** NFPA standards and Oregon DPSST requirements, and be delivered through:

- Weekly drills and annual joint exercises
- Online modules and training software (Lexipol) for supplemental learning
- Coordinated training with mutual aid partners to enhance interoperability

8. Fire Prevention and Community Risk Reduction

The formation of the district **may include** the addition of a full-time Fire Marshal to lead a comprehensive prevention program. This position is recommended to address current limitations, including:

- Limited capacity for coordinated inspections of commercial and high-risk occupancies
- Minimal capacity for fire investigations and building plan reviews
- Reduced resources for public education outreach and community risk reduction programs
- Limited WUI mitigation planning and implementation

With this position, the district **could provide**:

- Coordinated inspections for commercial and high-risk occupancies
- Fire investigations and building plan reviews
- Public education programs (school outreach, smoke alarm checks)
- WUI mitigation strategies such as defensible space assessments and fuel reduction projects

These initiatives **are intended to strengthen** community resilience and reduce fire risk throughout the district.

9. EMS and Technical Rescue Support

It is proposed that EMS response continue under the QRT/critical-care model:

- Station 41 (Bay City) **would respond** to all medical calls as a Quick Response Team
- Stations 71, 72, and 73 (Tillamook) **would respond** to critical EMS incidents, including CPR, choking, unconscious patients, overdoses, and remote rescues

Technical rescue capabilities **would be standardized** across the district, with annual joint training in:

- Rope rescue
- Vehicle extrication
- Wilderness pack-outs
- Water rescue (as resources allow)

Equipment upgrades **are recommended** to ensure uniformity and reliability across all stations.

10. Administrative and Support Services

It is proposed that district formation **consolidate** administrative functions under a single structure, including:

- Payroll and human resources
- Financial management and reporting
- Procurement and asset tracking
- Grant management and compliance
- Fleet maintenance and records management

Centralization **is expected to improve** efficiency, enhance financial transparency, and increase eligibility for state and federal grant programs. Integrated software systems **would support** incident reporting, personnel records, and operational planning.

SECTION 3: FUTURE OPPORTUNITIES FOR COOPERATIVE EFFORTS

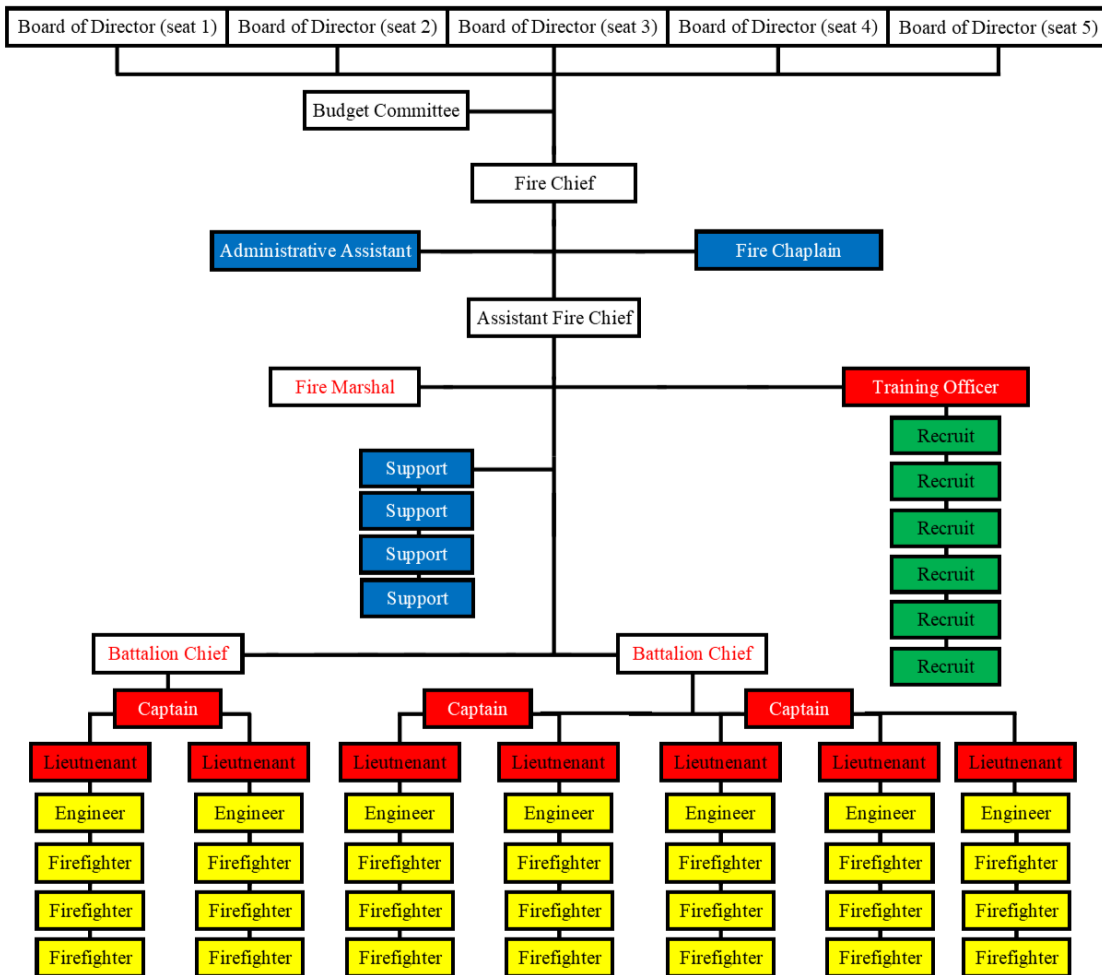
11. Proposed Organizational Structure

The proposed **Tillamook Bay Fire & Rescue Rural Fire Protection District (RFPD)** will establish a unified command structure under one **District Fire Chief**, supported by dedicated positions for training, prevention, and administration. This structure consolidates leadership roles, reduces duplication, and ensures consistent policies and procedures across all stations.

Key Features of the Proposed Structure:

- District Fire Chief overseeing all operations and administration.
- Full-time Training Officer to standardize districtwide training.
- Fire Marshal position to lead prevention and risk reduction programs.
- Centralized administrative staff for payroll, finance, and compliance.
- Volunteer Assistant Chief to maintain local engagement and leadership.

Figure 10: Tillamook Bay Fire & Rescue RFPD Proposed Organization Chart



12. Proposed Facilities and Apparatus Plan

Capital planning under the unified district will include:

- Scheduled apparatus replacements based on age and condition.
- Potential station renovations to improve operational efficiency.
- Long-term facility planning for rural coverage and WUI risk areas.
- Standardization of equipment and apparatus across all stations.

13. Operational Improvements Under Unification

The formation of Tillamook Bay Fire & Rescue RFPD will deliver significant operational benefits:

- **Improved Response Reliability** through pooled staffing and resources.
- **Standardized Procedures** for fire suppression, EMS, and technical rescue.
- **Combined Staffing Pools** for better coverage and reduced overtime.
- **Enhanced Volunteer Coordination** with unified training and scheduling.
- **Districtwide EMS and Fire Training** under a single curriculum.
- **Greater Supervision and Coverage Consistency** across all service areas.

14. Financial Analysis

The proposed Tillamook Bay Fire & Rescue Rural Fire Protection District (RFPD) would operate under a **unified permanent tax rate of \$1.49 per \$1,000 of assessed property value**, generating an estimated \$2.45 million annually based on current taxable assessed valuation within the combined service area.

Projected Annual Financial Summary

- **Annual Revenue:** ~\$2.45 million
- **Projected Expenditures:** ~\$2.34 million
- **Estimated Annual Balance:** Positive margin, allowing for strategic planning of reserves and future capital investments

Fiscal projections show that a consolidated fire district is expected to remain financially stable under the proposed rate structure. The revenue model supports core operational needs — including staffing, training, equipment, and facility operations — while also providing capacity to build and maintain capital reserves.

Long-Term Planning Assumptions

Dedicated funds are anticipated for:

- Apparatus replacement (engines, tenders, rescue units, and specialized equipment)
- Facilities improvements (station modernization, seismic readiness, and maintenance)
- Wildfire readiness and mitigation programs
- Volunteer training support and recruitment incentives

Figure 13: Tillamook Bay Fire & Rescue RFPD Five-Year Financial Projection (FY 2026–2030)

Category	FY 26	FY 27	FY 28	FY 29	FY 30
Tax Levied	\$2,450,288.00	\$2,523,796.64	\$2,599,510.54	\$2,677,495.86	\$2,757,820.73
Personnel	\$1,417,600.00	\$1,495,578.00	\$1,547,784.34	\$1,601,856.22	\$1,657,861.87
Materials & Services	\$512,600.00	\$533,233.00	\$555,035.94	\$578,180.82	\$602,794.81
Capital Outlay	\$416,595.19	\$388,388.05	\$386,894.74	\$384,369.43	\$380,681.98
Revenue	\$2,450,288.00	\$2,523,796.64	\$2,599,510.54	\$2,677,495.86	\$2,757,820.73
Expenditures	\$2,346,795.19	\$2,417,199.05	\$2,489,715.02	\$2,564,406.47	\$2,641,338.66
Net	\$103,492.81	\$106,597.60	\$109,795.53	\$113,089.39	\$116,482.07

*All amounts in USD.

Context and Rationale for the Proposed Tax Rate

The district formation committee prepared multiple budget scenarios ranging from **\$1.19 to \$1.99 per \$1,000 of assessed value**, totaling approximately 11 budgets. Each scenario was thoroughly evaluated, considering:

- Impact on taxpayers in both Bay City and Tillamook Fire RFPD areas
- Inflation projections and long-term sustainability
- Staffing needs and call volumes from both agencies
- Lessons from comparable districts with similar service areas
- Limited options for supplemental income, emphasizing the need for a stable permanent tax rate

Based on this analysis, a **\$1.49 per \$1,000 assessed value** rate was selected as the most balanced approach, providing a sustainable funding base while weighing the increased burden on taxpayers.

Impact on Current Residents

- **Tillamook Fire District residents:** The proposed tax rate would **increase the cost of fire protection services**, reflecting both the consolidation and an expanded service level.
- **Bay City Fire Department residents:** The proposed tax rate would **reduce the cost of fire protection services** relative to the current five-year levy and city allocation.

Despite these changes, the formation of a new fire district is expected to create a **stronger, more reliable district** capable of providing a **higher level of service** and a **more sustainable operational model** for the entire community.

Financial Viability Summary

Based on projected revenues, expenditures, and assessed value growth, the proposed Tillamook Bay Fire & Rescue RFPD **is projected to be financially sustainable** under the \$1.49/\$1,000 rate. The district is expected to maintain positive operating margins, support reserve accounts, and fund long-term capital needs for apparatus, facilities, and essential equipment.

Financial modeling incorporates realistic inflation assumptions for personnel, materials, supplies, insurance, and fuel, consistent with statewide trends experienced by comparable Oregon fire districts. Cost projections also account for anticipated increases in training requirements, equipment standards, and regulatory compliance.

These results demonstrate that the proposed district can operate effectively while enhancing service reliability, stabilizing staffing, and improving regional coverage. The unified financial structure provides **greater predictability than the current separate-agency model** and positions the district to absorb future cost escalation, capital investment needs, and inflationary pressures.

SECTION 4: PROCESS FOR PLANNING AND IMPLEMENTATION

15. Governance and Legal Framework

The formation of a new fire district occurs pursuant to **Oregon Revised Statutes (ORS) Chapter 478**, which outlines the legal process for district creation, governance, and operational authority.

The formation process includes:

1. Joint Resolutions

The governing bodies of the participating jurisdictions adopt resolutions supporting the proposal to form a new district and submit the request to Tillamook County.

2. County Review and Public Hearings

Tillamook County conducts statutory review, holds required public hearings, and approves referral of the formation measure to voters.

3. Ballot Measure

The formation proposal is placed on the ballot for consideration by voters residing within the proposed district boundaries.

4. Election of Governing Board

Upon voter approval, a **five-member elected board of directors** is established. The board is responsible for district governance, policy adoption, budget approval, and long-term planning.

5. Establishment of Administrative Authority

Following board seating, the district formally adopts policies, establishes administrative procedures, and begins operational oversight.

16. Implementation Plan

The transition to a unified fire district will occur in structured phases to ensure continuity of service and minimal disruption for employees, volunteers, and the public.

Phase I: Pre-Formation (December 2025 – May 2026)

Objectives:

- Complete and adopt resolutions of intent.
- Conduct public outreach, information sessions, and stakeholder engagement.
- Finalize ballot measure language, boundaries, and fiscal projections.
- Coordinate with the County Elections Office.

Key Outputs:

- Voter-ready ballot measure package.
- Public-facing informational materials.
- Pre-transition planning framework.

Phase II: Transition Period (May – June 2026)

Begins immediately upon voter approval.

Objectives:

- Transition all personnel (career and volunteer) to a single district.
- Consolidate administrative systems: payroll, HR, training, volunteer records.
- Align policies, SOGs/SOPs, and operational guidelines.
- Begin unifying apparatus numbering, radio designations, and station identifiers.

Board of Directors Responsibilities:

- Certification and seating of the newly elected five-member Board
- Adoption of transitional resolutions required under ORS 478 (e.g., district address, legal counsel designation, meeting schedule)
- Appointment of interim budget officer and establishment of required financial accounts
- Acceptance of personnel transition plan and temporary organizational structure
- Approval of interim administrative and operational policies needed before July 1

Key Outputs:

- Seated Board of Directors operating under ORS 478
- Interim organizational structure
- Transitional budget framework and financial accounts
- Updated operational policies and unified response model

Phase III: Full Operations (July 2026 and Beyond)

The unified district begins formal operation at the start of the fiscal year.

Objectives:

- Implement the district’s first unified budget
- Fully activate the consolidated command structure
- Launch unified training programs, volunteer support systems, and recruitment initiatives
- Implement district-wide branding, public education, and CRR programs
- Begin long-term capital planning for facilities, apparatus, and equipment

Board of Directors Responsibilities:

- Adoption of the district’s first full fiscal-year budget
- Appointment of permanent Fire Chief (if not already selected)
- Establishment of committees (budget, personnel, apparatus, policy, etc.)
- Formal adoption of district-wide policy manual, SOG/SOP system, and financial policies
- Approval of strategic plan and capital improvement schedule

Key Outputs:

- Fully operational fire district under a single leadership structure
- District-branded apparatus, stations, equipment, and communications
- Long-range strategic plan and capital improvement program

Conclusion

This feasibility study concludes that creating the Tillamook Bay Fire & Rescue Rural Fire Protection District is operationally and financially viable. The proposed district improves service reliability, strengthens staffing, enhances training and prevention programs, and creates a unified structure capable of meeting increasing service demands.

With stable long-term funding, unified leadership, and a structured implementation pathway, the Tillamook Bay Fire & Rescue RFPD is positioned to provide dependable, efficient, and sustainable fire and emergency services for the Tillamook Bay region.

SECTION 5: APPENDICES

The following appendices contain supporting material referenced throughout this feasibility study. These documents include organizational charts, financial projection tables, and mapping figures used during the analysis. (Note: Figures and supporting documents are referenced but not embedded, consistent with standard Oregon feasibility study format.)

Appendix A – Table of Figures

Figure 1: Proposed District Boundary (Ballot Measure Map)	5
Figure 2: Full Emergency Response Area Map	6
Figure 3: Bay City Fire Department - Financial Summary (FY 2023-2026)	8
Figure 4: Bay City Fire Department Organizational Chart (2025)	9
Figure 5: Bay City Fire Department Boundary Map (911 call response)	10
Figure 6: Tillamook Fire District – Financial Summary (FY 2023–2026)	13
Figure 7: Tillamook Fire District Organizational Chart (2024)	14
Figure 8: Tillamook Fire District Boundary Map (911 call response)	17
Figure 9: Current and Proposed Staffing Levels	18
Figure 10: Tillamook Bay Fire & Rescue RFPD Proposed Organization Chart	19
Figure 11: Current Apparatus Inventory	22
Figure 12: Proposed Apparatus Inventory	22
Figure 13: Tillamook Bay Fire & Rescue RFPD Five-Year Financial Projection (FY 2026–2030)	31